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ABSTRACT

Concerned with vocational training as a means of aiding the solution to the Navajo Indian problem of lacking both saleable skills and the opportunity to acquire these skills, this report presents (1) The Need for Skill Training and Vocational Education (Navajo Workers' Need for Training, Youth of the Navajo Labor Force, Navajo Lack of Schooling, Navajo Lack of Skilled Work Experience, Navajo Lack of Skill Training, The Economy's Need for Trained Workers, Job Opportunities in the Navajo Area, Trained Workers and Economic Development, and Training in Order to Increase Mobility; (2) Vocational Training and Education in the Navajo Area (Manpower Training Programs, Occupations for Which Training Is Conducted, Training Content and Length of Training, Placement Record, and Institutional Provision for Vocational Education); and (3) Vocational Education Planning for Indians of the Four Corners Region. Recommendations are that vocational education planning for Indians be given top priority in regional planning and that vocational education be geared to local area and national job opportunities, adapted to Indian needs, and planned in coordination and cooperation with Indians in the area. Six tables are provided. (MJB)

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VOCATIONAL EDUCATION NEEDS AND OPPORTUNITIES FOR INDIANS

A Review of the Navajo Situation and a Summary of Its Implications for Four Corners Regional Planning

prepared for

FOUR CORNERS REGIONAL COMMISSION
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FOREWORD

Mr. Philip Reno is employed as an economist by the Navajo Community College, Many Farms, Arizona. In the process of developing this paper Mr. Reno was in consultation with the Community Service Representatives of the Bureau of Indian Affairs at Window Rock, Arizona, Mr. Cullum and Mr. LaFollette. Mr. Reno also consulted with Dr. Arthur Lee, the Director of the Research Coordinating Unit for Arizona.

The researchers believe that, in addition to the pertinent information contained in this paper, firm lines of communication have been established among the three agencies most concerned with meaningful education for the Indians: the Navajo Tribe, the Bureau of Indian Affairs, and the Arizona State Department of Education.

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I. INTRODUCTION

The Four Corners Regional Technical Action Panel summarized the "Present Situation and Problems" of human resource development in the Region as one in which:

> The education and skill levels are far below the national level. A majority of persons with limited or no basic education lack the skills or special training needed for most present day jobs. New and future jobs will require even higher levels of training. . . .*

These general problems of the Region are particularly, and intensely, the problems of the Region's Indian population. Indians comprise less than one-tenth of the Region's labor force,** yet one-fourth or more of the Region's unemployed workers are Indians.*** The Indians' lack of equal opportunity in the job market is reflected in an incidence of poverty in Indian areas that is twice or three times that in non-Indian areas****

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*"Rural Areas Development Framework Plan. . . for a Program of Action," Four Corners Regional Technical Action Panel, U.S. Department of Agriculture, 1968, p. 8.

**Indians make up between 6.4 and 7.3 percent of Arizona's total Population ("Manpower Services to Indians, 1967," Arizona State Employment Service, April, 1968). In 1960, Indians in New Mexico represented 5.9 percent of the State's population. ("Minority Groups in New Mexico," Employment Security Commission of New Mexico, January, 1969.)

***See Note on Definitions of Unemployment, p. 29.

****"A 1964 survey revealed that 74 percent of the 55,000 families living on Indian and Eskomo Reservations had incomes under $3,000." Economic Report of the President, 1969, p. 154.

The other usual indicators of deprivation are likewise far higher in Indian areas—high infant mortality and poor health generally, lack of amenities (and sometimes necessities) of life, primitive roads and communication, and a general deficit of the goods and services that make up a people's standard of living.*

This report is concerned with vocational training as a means of aiding the solution of the basic Indian problem of lack of skills and of the opportunity to acquire skills. For purposes of planning vocational education, the Navajo Indian area is presented in some detail here, rather than a more general (and less exact) treatment of the more than 40 Indian Reservations and Pueblos in the Four Corners Region. Navajos constitute the majority of Indians in the Region** and the Navajo

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*Various publications of the Bureau of Indian Affairs, of various State agencies, of universities and private firms report demographic, social, economic, etc., data about Indians. Extensive bibliographies of such publications and reports about Indians in general have been issued by the BIA and others, and bibliographies of publications about Navajos in particular have been issued by the Navajo Tribal Museum, the Navajo Forest Products Industry, and the consulting firm of Harman, O'Donnell and Henniger, and are contained in various Navajo studies and reports. Generalizations about Indians which are widely known and accepted are not referenced in this report. Particular data and generalizations which are not so widely accepted are referenced.

**See, among other reports, "Minority Groups in New Mexico," Employment Security Commission of New Mexico, 1967; and "Distribution of Indians, Negroes, and Spanish Americans in Arizona," Employment Security Commission of Arizona.

Reservation is at the heart of the Region. Navajo needs and the steps being taken to meet these needs can be examined in sharper detail than can the wide spectrum of Indian areas in the Region. Recommendations for Indian vocational education which this report generalizes from Navajo experience must of course be adapted to particular needs and problems of other Indian areas.

This report proceeds through three major sections, which cover the following topics:

- the need for vocational training and education, both the Navajo Indians' needs and the needs for skilled workers to develop the area's economy;

- vocational training and education programs now being undertaken to meet these needs (These programs are reported in two portions of Section III: One deals with the various manpower programs which are training Navajo adults; the other concerns the provisions which the school systems operating on the reservation make for vocational education of Navajo youth and adults.); and

- a set of inferences for Regional planning of Indian vocational education, drawn from the summaries of the programs being carried on to meet these needs.

II. THE NEED FOR SKILL TRAINING AND VOCATIONAL EDUCATION

The need for training can be examined from one of two points of view: (1) that of the workers who need higher skill levels in order to get jobs, or better jobs, and (2) the point of view of the economy's need for workers. From a national perspective, and in an economy functioning reasonably well (as well as our national economy functions), these two needs are pretty much the same. In theory, it can be argued persuasively that anyone able to work, wanting work and unable to find work needs training.* The training he needs relates, first of all, to his capabilities and desires, and, second, to job opportunities in the relevant labor market. (One purpose of training is, of course, to expand the area of the labor market that is relevant.) Training—in itself—may not be enough, but it is increasingly recognized as an essential, major element in overcoming unemployment and resulting deprivation.

Even though the workers' need for training and the economy's need for trained workers can be treated as a common problem nationally, differences between these two needs arise in labor surplus areas—such as the Four Corners Region in general and the Navajo Reservation in particular. Adequate analysis for

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*An illustration of this theoretical consideration in a somewhat similar context to that of the Four Corners Region is presented in "Resources for Southern Manpower Development," Southern Manpower Technical Assistance Program, Oak Ridge Institute of Nuclear Studies. The following quote is taken from page 5 of this report: "If one assumes that all persons who are heads of families or unrelated individuals presently in the poverty group and able to work need training, then the number in the South is 4.4 million."

determination of how much training and what kinds of training are economically justified is beyond the scope of this report. Information that is available is noted, however, with regard to benefits which training is making or can make to Regional development, and some information is developed regarding costs of training to government and regarding the particular governmental system—Federal, State, or local—which might therefore have claims against the benefits.

Navajo Workers' Need for Training

Information in this section (unless referenced to another source) is taken from the "Preliminary Report" of a survey of the Navajo labor force conducted by the Arizona State Employment Service, the Office of Navajo Economic Opportunity and the Navajo Area Office of the Bureau of Indian Affairs. Because of deviations in definitions of unemployment (see Note on Definitions of Unemployment) the "Preliminary Report" uses the term "non-employed," to include:

> those members of the population 14 years of age and older who: (1) were not enrolled as full-time students, (2) were not employed at the time of the survey but, (3) expressed a desire for suitable employment.

The basic economic fact for manpower planning about Navajoland is that there are more than 20,000 "non-employed" Navajos out of a total labor force of 32,000 men and women. Some 4,000 of the 20,000 non-employed reported that they were engaged in "traditional" agricultural and other pursuits. These traditionally employed Navajos might properly be omitted from unemployment figures, but omitting them still leaves an unemployment rate of 50 percent of the labor force. In addition to this weight of unemployed among the regular labor force, 3,000 workers, mainly boys and girls growing up and leaving school, enter the labor force each year.

Youth of the Navajo Labor Force

An important feature of the Navajo labor force for purposes of estimating the value of training is that it is a young labor force. Sixty percent of the men and women in the total labor force (employed and non-employed) are in the prime working ages of 20 to 44. Over one-sixth are younger than 25 years of age, and one-third are younger than 30.

Navajo Lack of Schooling

At the basis of the manpower problems of the Navajo area are the inadequacies of Navajo education. The educational level achieved by Navajos is not only evidence of the need for training, but also of the nature of the training that is needed. The following table reports the survey findings regarding median school grade level achieved by the total Navajoland population (less students).

TABLE I

Median Educational Level of Navajoland Population
14 Years of Age and Older (Less Students)

Highest Grade Level Attained	Number of Navajos
5th or less	20,300
6 - 7	3,300
8	2,750
9 - 11	3,800
12	3,550
13	850
Unknown	4,800
TOTAL	39,350

In our national economy a high school diploma or equivalency certificate is a practical necessity for getting a job that pays a living wage. Of the total Navajoland population 14 years of age and older, only 9 percent had completed 12 years of schooling. The difficulties resulting from the high proportion of Navajos who fall short of a high school diploma are compounded by the number of years by which they fall short. The hopeful fact is that the labor force is young, so that given the opportunity, the educational handicaps can be cut down to manageable size.

The educational opportunity that must be given the Navajos is indicated by the average (mean) educational attainment and employment increase projections for the different occupational categories used by the U.S. Department of Labor.*

TABLE II

Average Educational Attainment and Projected Increases in Employment by Occupational Category

Occupational Category	Percent Change 1960-70	Mean Educational Attainment, 1960
Professional and Technical	+ 40	16.2
Clerical and Sales	+ 25	12.4
Proprietors and Managers	+ 28	12.5
Skilled	+ 25	11.0
Semiskilled	+ 19	9.9
Service	+ 26	9.7
Unskilled	No change	8.6
Farming	- 18	8.6

* "Manpower, Challenge of the 1960's," U.S. Department of Labor.

Navajo Lack of Skilled Work Experience

Only 2,000 of the 20,000 "non-employed" Navajo men and women reported that they had held skilled, semiskilled, clerical, or professional or managerial positions. The other 18,000 men and women had held unskilled, service, or farm jobs, or else had never worked.

Navajo Lack of Skill Training

Of the 20,000 non-employed Navajos, only 200 reported any post-high school education or training, and only 1,300 had completed 12 grades of school. Post-high school training among the total working force (employed and non-employed) varied only slightly from the record of educational deprivation among the non-employed. Only 2 percent of those reporting from the total population indicated any post-high school training or education.

The interrelationship between skill training and general education may be even clearer in Navajo circumstances than in the general United States environment. Inability to communicate in English must be overcome as a part of (and often as a preliminary to) skill training. The survey found that only half of the Navajo adult population claimed some spoken and written proficiency with the English language. An additional 8 to 9 percent could speak English but could not read it.

The Economy's Need for Trained Workers

The need for trained Navajo workers is first considered here from the point of view of jobs which are not filled because of lack of skilled workers and of jobs which are not filled adequately because of lack of adequately skilled workers. In the second place,

consideration is given to the need of the economy for skilled workers beyond those needed for existing job vacancies in order for economic development to move into a higher gear.

Job Opportunities in the Navajo Area

Even though there is a large labor surplus in the Navajo area, there are job opportunities in the area for those who have adequate levels of skill and motivation. As indicated in the following paragraph, quoted from an area CAMPS report.

> There is no shortage of unskilled labor. In fact, there is an over-supply which needs to be redirected and trained for other work. Trained workers are short in almost all fields. Almost 70 percent of the demand for managerial and technical people cannot be filled due to a lack of qualified persons. There is a 40 percent need for trained clerical workers, a 50 percent need for sales personnel, a 50 percent need for food service people, a 40 percent need for mechanical craftsmen. These occupational shortages have remained almost constant over the past several years for the same reasons mentioned in Item C-1-d, above. There is a large reserve of untrained, unskilled workers in Area One (1) which must be changed if the unemployment problem is ever to be alleviated.*

The occupations of the employed Navajo labor force indicate the nature of employment opportunities in the Navajo area (i.e., indicate training priorities for

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* "Fiscal Year 1970 Comprehensive Manpower Plans, Part A, for New Mexico Area One (1), McKinley and San Juan Counties." Actual job opportunities may well be considerably less than the CAMPS report suggests.

current job opportunities). This occupational schedule, set out in the following table taken from the survey report, includes only Navajos. Because of higher turnover rates and other factors, reservation jobs held by non-Navajos would presumably be likely fields for Navajo employment. Data regarding non-Navajo employment are not now available. It is estimated, however, that some 5,000 to 6,000 such jobs exist, including 2,000 or more for teachers, doctors, and other professionals.

TABLE III

Number and Percent of the Employed Navajo Population by Occupational Category, 1966

Occupational Category	Total Employed	Percent of Total Employed
Professional and Managerial	1,900	22
Clerical	650	9
Sales	150	2
Service	1,900	22
Farming	100	1
Skilled	1,450	17
Semiskilled	700	10
Unskilled	1,500	17
TOTALS	8,250	100

From the point of view of planning training programs the outstanding feature of the existing occupational schedules of reservation employment is the high proportion of professional and managerial and of service and skilled occupations. Just what actual occupations make up these broad categories is not presently known but

must be determined before realistic vocational training plans can be made*

Trained Workers and Economic Development

In lagging economies such as the Four Corners Region in general and the Navajo Reservation in particular, development of a trained labor force is a sine qua non for industrial and economic advance. Development of a trained labor force requires more than simply training workers for job openings which exist. In a basic sense, a skilled labor force will create its own opportunities as well as attract outside investment.

An example of the need for skilled workers even though no job openings exist is found in the Navajo Reservation lack of services—restaurants, barber shops, garages, etc.—that are found in other communities with similar income characteristics. There are, for example, only a dozen auto repair shops operating (under Tribal License) on the reservation. The 1968 Telephone Directory of the town of Farmington, which serves an area with a population one-third that of the reservation, lists three times more auto repair businesses than are found on the reservation. The primary implication for Navajo manpower training obviously concerns the need for training in business skills along with training in auto mechanics skills.

Shortages such as those in small business skills in the Navajo area are "labor bottlenecks"; that is, easing such shortages will open jobs for a good many others besides the skilled workers in the shortage occupation.

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*A survey will shortly be undertaken by the Arizona State Employment Service, in cooperation with the Navajo Community College, to determine the characteristics of present manpower utilization (employment) in the Navajo area.

There are no doubt wider opportunities for jobs in the area surrounding the Navajo Reservation than on the reservation itself. No attempt is made here to examine the scope of present job opportunities in the Region. It should be noted, however, that increasing economic and social communication between Navajos and the rest of the Region will create demands in off-reservation areas for Navajos with specific skills, e.g., clerks and cashiers who speak Navajo; Navajo teachers and counselors in public schools,, etc.

Training in Order To Increase Mobility

Various studies have been made of the effects of training on labor mobility in general.* Various particular studies of Navajo migrations also offer useful insights into the contribution of training and education to Navajo mobility.** All that is noted here is that the rate of movement can be expected to increase. Indeed, some believe that population pressure will force a drastic increase in migration from Navajoland. One obvious implication for vocational educational planning is that training which provides Navajos with the choice of moving or staying would usefully combine training in Navajoland as well as in distant cities.

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*See the discussion and the substantial bibliography in "Retraining and Migration as Factors in Regional Economic Development," prepared by The Industrial Relations Research Institute, the University of Wisconsin, 1966.

**See, among other works, the reports of Navajo Urban Relocation Research, Theodore D. Graves, Director, University of Colorado; and "Estimates of Net Intercensal Migration of the Navajo," by Yun Kim of Utah State University.

III. VOCATIONAL TRAINING AND EDUCATION IN THE NAVAJO AREA

Vocational training and education now being conducted in the Navajo area is described in the two main parts of this section. The first concerns the various manpower training programs which are being carried on for Navajos. These programs were founded mainly by legislation designed to reduce the incidence of poverty among disadvantaged people and in depressed areas. Indians in general and the Navajos in particular are "target population" prototypes for such programs, which have mounted a substantial training effort among Navajos. Entry into most of these training programs requires poverty income status. While different in this and other significant respects, the BIA program of Adult Vocational Training (AVT) is included with other manpower programs in the description of training being conducted for Navajos (the first part of the section).

The second part of this section reports on the regular institutional provision for vocational education for the Navajo area. As a rule, such education is carried on with financial support under the National Vocational Education Act (as amended) and related State legislation. In the Navajo area, Vocational Education Act programs from only a part of what is, in toto, a very modest effort for vocational education in the school system.

Manpower Training Programs Conducted for Navajos

During 1968-69, more than 3,600 Navajo men and women took part in manpower training programs on the reservation. Almost half of these trainees engaged in on-the-job training looking toward regular employment at the end of the training period. Another 1,500 took part in combined basic education and on-the-job training in construction skills. The several hundred remaining trainees were enrolled in programs of work orientation and skill training.

Table IV sets out the manpower training programs for Navajos which were carried on in 1968-69, the number of trainees served by each, and additional programs contemplated for 1969-70.

TABLE IV

Manpower Training Programs, Navajo Reservation, 1968-69*

Program	Existing No. of Trainees	1968-69 Expenditures	Contemplated No. of Trainees 1969-70
CEP (MDTA, Operation Mainstream, work orientation)	500 (Job Preparedness)[a] 285 (Skills Training)	$ 2 m[a]	Application being completed
MDTA #241	-		300
WIN	-		100-200
BAT	-		180
AVT (by BIA)[b]			
Outside Four Corners Region	520	1.4 m	Projected within budgetary limitation
Inside Region (Phoenix, Alburquerque, Flagstaff)	56	.06 m	
On-the-Job Training	1,494	1.05 m	
Home Improvement Training Project (OEO)	1,501[c]		Continuation expected at about present level

[a] Number and expenditure authorized in CEP contract. Trainees may take part in both Job Preparedness and Skills Training.

[b]Origin and destination costs for trainees are included as training expenditures.

[c]For the reporting period January 1 - June 30, 1969.

*Information presented in Table IV was derived from the following reports by training agencies: "Six Months Report," Navajo Concentrated Employment Program, February 28, 1969; "Six Months Report," Home Improvement Training Program, January 1, 1969 to June 30, 1969; letter from S. Mark LaFollette, Area Employment Assistance Officer, Navajo Area Office, BIA, July, 1969; Proposal for Journeyman Upgrading Project, Bureau of Apprenticeship Training, U.S. Department of Labor. Interviews with agency officials supplemented information given in the reports.

Various other training programs administered by the U.S. Department of Labor and affiliated agencies were not operating in the Navajo area during 1968-69. Several of these programs—New Careers, JOBS, and MOP (migratory labor) in particular—seem especially suitable for adaption to meet Navajo needs.

In addition to the above manpower training programs, the BIA's Adult Vocational Program provided 638 Navajos with training in vocational schools in various cities—564 in schools in Denver, Los Angeles, San Jose, Oakland, Chicago, and Dallas, and 74 in schools in Phoenix, Albuquerque, Gallup, Provo, and Richfield, Utah.

Occupations for Which Training Is Conducted

Upwards of 1,600 of the 3,600 trainees in 1968-69 were trained for placement with the two major electronics firms operating on the reservation. Construction trades training was provided by HITP for the great majority of other trainees.

The Concentrated Employment Program is conducting training for the job categories of electronic assembler, clerk-steno, sales clerk and service station mechanic. HITP trains for construction trades, primarily carpentry, masonry and concrete work. Bureau of Indian Affairs (AVT) training covers a wide range of occupations according to labor market conditions in the areas where training is conducted. On-the-job training under BIA sponsorship was conducted in the Navajo area under arrangements with major area employers (primarily in the electronics field).

Training Content and Length of Training

HITP training runs for a six-month period, with recycling of trainees an exception to the rule. Trainees spend two hours a day (one hour until recently) in adult basic education. A high school diploma or its equivalent is needed in order to enter regular Labor Department Apprenticeship Training programs, and special attention is devoted to HITP trainees who appear capable of passing the GED. Between 10 and 20 percent of HITP trainees are estimated to have the capability of passing the GED within the training time allowed by the HITP program cycle.

CEP training begins with a two- or three-week job orientation course, followed as a rule by nine weeks of basic education. Electronics assembly is a six-week course, and the other skill courses run from 18 to 48 weeks.

Placement Record of Manpower Training Programs for Navajos

In spite of limited job opportunities in the area, the various training programs are placing a significant number of graduates. The CEP reports a placement rate of 40 to 50 percent. The rate is a consequence of relationships established with employers (General

Dynamics in particular) for hiring trainee graduates. General Dynamics reports a favorable work experience by these trainees.*

HITP reports that of the total of 4,475 trainees, 1,008 are now working. Others have been placed, but in temporary jobs. A minority of those employed are working on construction jobs. An even smaller proportion of those working are employed in the Navajo area.**

There is of course a high placement rate for AVT on-the-job trainees. Data is not available regarding placement of AVT institutional trainees in cities away from the Navajo area, or regarding the number of these trainees who return to the Navajo area and look for work.

Institutional Provision for Vocational Education in the Navajo Area

Both State and BIA high schools provide some vocational education for students. The only post-secondary vocational education on the Navajo Reservation is that conducted by the Navajo Tribe through the Navajo Community College. The BIA sends Navajo students to Haskell Institute for training, and under the AVT program (discussed above) Navajo adults are enrolled in off-reservation schools.

A summary description of the reservation-based vocational education programs is presented below.

Secondary Level

Navajo student enrollment in vocational education in BIA high schools was as follows in school year 1968-69:

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*Interview with Leonard Arviso, Community Resources Specialist, Navajo CEP, July 11, 1969.

**Interview with Pat Miller, Director, HITP, July 23, 1969.

TABLE V

Number of Navajo Students in Vocational Education Classes, BIA High Schools, by Vocational Field, 1968-69*

High School	Health	Home Economics[a]	Trades & Industry	Office & Dist. & Marketing
Ft. Wingate	550	275	250	(Typing) 150
Many Farms	-	182	168	(Typing) 100
Intermountain (Brigham City, Utah)	236	707	1,036	(Book-keeping Typing) 252

[a]Home Economics courses are not considered to be vocational; rather, they are part of an enriched curriculum.

Enrollment in vocational education classes and total enrollment in Arizona Public Schools on the Navajo Reservation is shown on Table VI, on the next page.

Post-Secondary Level

The only post-secondary educational institution in the Navajo area is the Navajo Community College. The college is an instrumentality of the Navajo Tribe. There are no State-supported vocational education institutions in the Navajo area. Vocational education

*Source: Branch of Education, Navajo Area Bureau of Indian Affairs.

TABLE VI

SECONDARY SCHOOL ENROLLMENT AND VOCATIONAL-TECHNICAL ENROLLMENT,
ARIZONA HIGH SCHOOLS IN THE NAVAJO AREA, 1968-69*

High School or District	Total Enrollment Grades 9-12	Voc-Tech Enrollment Grades 9-12	Voc-Tech Enrollment by Skill Category						
			Agr	Dist.& Mtkg.	Health	Home Ec.	Office	Tech	T&I
Apache Co.									
HS #90	758	70	-	-	-	-	54	-	16
Chinle	540	123	60	-	-	-	63	-	-
Window Rock	456	230	-	-	-	-	39	-	191
Ganado	356	8	-	-	-	-	8	-	-
Coconino Co.									
Tuba City HS #50	369	51	-	-	-	-	51	-	-
Navajo Co.									
Holbrook HS #40	645	63	-	47	-	-	16	-	-
Monument Valley HS #50	273	30	20	-	-	-	10	-	-
Snowflake UHS #60	776	149	88	-	-	-	61	-	-
Winslow HS #70	830	181	-	57	-	-	76	-	48

*Source: Arizona Research Coordinating Unit

in State-supported institutions beyond the Navajo area is noted in the general report by Sterling Institute.*

Reviewed briefly here are the Navajo Community College vocational education program and Navajo participation in the BIA program for vocational education at Haskell Institute.

Navajo Community College

The Navajo Community College was created by the Navajo Tribe in the summer of 1968 and opened classes in January of 1969. Besides tribal financing, the college was granted OEO funds as an experimental and demonstration project and has received some private business and foundation support. While no State support has been provided the college, the Vocational Education Act Amendments of 1968 seem to open the way for State support.

The college program is generally in line with the proposal for "community education centers," made by the National Commission on Technology, Automation and Economic Progress.** As envisioned by the Commission, such centers would offer "both the theoretical foundation of trade, technical and business occupations and the opportunity to learn by doing while pursuing liberal education or semiprofessional training."

The college offers training and education directed toward:

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*"Vocational-Technical Education Study, Interim Report, Preliminary Findings in the Four Corners Area," Sterling Institute, March, 1969.

**Technology and the American Economy, Report of the National Commission on Technology, Automation and Economic Progress, Vol. 1, February 1966, p. 46.

. providing the first two years of university education ("transfer" program);

. providing an AA degree in trades skills and in various paraprofessional, business and service occupations; and

. providing training leading to a certification of acceptable work competence in trades and service skills.

Courses offered by the college during the 1969-70 school year will include the following vocational subjects:

Crafts and Trades

Transportation Trades (Auto and Diesel Mechanic)
Farm Power Equipment Operation and Maintenance
Building Maintenance & Construction Trades
Welding

Business and Office Careers

Clerk-Typist
Secretarial
Drafting
Bookkeeping, Accounting
Business Management
Foremen and Supervisory Functioning (for positions at less than professional level)

Arts and Crafts

Silversmithing
Weaving
Basketmaking
Sash and Belt Making
Leatherwork
Pottery

Human Service Aides and Associates

Child Care and Development
Social Service
Community Services
Health Services
Teacher Aides

Haskell Institute

Each year about 200 Navajo students attend Haskell Institute, the BIA post-secondary training institution at Lawrence, Kansas. A high school diploma or GED certificate is required for admission to Haskell, and attendance is generally by students referred by Navajo area high schools.

A wide variety of occupational specialties are offered by Haskell, including various industrial arts, trades skills, and business courses.

IV. VOCATIONAL EDUCATION PLANNING FOR INDIANS OF THE FOUR CORNERS REGION

> The American Indian provides us with a challenge and an opportunity to learn which should not be overlooked. . . . In the American Indian groups we have many opportunities to develop techniques for matching skills, capabilities, and potentials to our own national needs without destroying the Indian's dignity or his way of life. . . .*

The above quotation is a basis, a kind of general major premise, for the inferences and recommendations that follow. From another point of view—the Indian's point of view— the same premise might be better stated in terms of advancing Indians' control over their own destinies in economic as well as in social and political affairs. While the recommendations have been inferred from Navajo area experience, they seem reasonably applicable to Indian areas in general. Particular programs for other Indian communities should be derived on the basis of the individual needs and the desires of their people.

Recommendations for planning vocational education for Indians of the Four Corners Region are presented here as conclusions drawn from specified findings outlined in the substantive sections of this report or as inferences derived from these findings.

Briefly summarized, recommendations are that vocational education for Indians should be:

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*Technology and the American Economy, Report of the National Commission on Technology, Automation and Economic Progress, Vol. 1, February 1966, p. 46.

. given top priority in Regional planning;

. geared to local area and national job opportunities;

. adapted to Indian needs; and

. planned in coordination and cooperation with Indians in the area.

A discussion of each of these recommendations is presented below.

Vocational Education for Indians Should Be Given Top Priority in Regional Planning

There is a higher rate of unemployment among Indians than among almost any other group of people in the Four Corners Region or, for that matter, in the nation.

Indians need vocational training and education in order to find jobs in their own areas or to be able to move to other areas for work.

Development within the Four Corners Region can gain its full potential only with substantial economic development of Indian areas within the Region.

Indian area economic development depends in no small part upon an increasing supply of skilled workers.

Therefore:

> Training and education of Indians should have a top priority in Regional planning of vocational training and education.

Vocational Education for Indians Should Be Geared to Local Area and National Job Opportunities

Job opportunities in Indian areas are scarce relative to labor supply. Opportunities that do exist are primarily in professional and paraprofessional service occupations. Various opportunities exist for those with business and managerial skills. Skilled workers in trades, services and industry can also secure jobs. All of these occupations require substantial preparation.

Useful analyses of labor requirements are needed generally for planning training programs. Such analyses are particularly lacking in Indian areas.

Training for the occupations most needed in Indian areas can best—and often must—be acquired through alternating periods of work experience and institutional training.

Therefore:

> Vocational education planning should be based on useful analysis of labor force requirements and should develop relations with employers and with universities which permit Indian completion of educational requirements for professional and technical as well as lesser skilled positions.

Vocational Education for Indians Should Be Adapted to Indian Needs

A high proportion of Indian non-employed lack basic educational requirements for jobs, and a considerable number of Navajos cannot communicate or else communicate poorly in English. Shortrun training helps these Navajos but cannot raise the capabilities of many of them to job-entry level.

The economy's job mix is constantly changing, and job requirements are constantly rising. Long range provision for continuing training and for retraining is needed to enable Indians to compete for jobs.

A high proportion of Indians lack skilled work experience and skill training. In combination with their rural background and different cultures, this lack of a technological environment requires different educational methods than may be effective among other population groups.

Therefore:

> Vocational education for Indians must be planned with particular attention to special Indian problems and capabilities. Indian vocational education should begin in technical orientation in their home areas, should involve Indian teachers, should permit longrun training programs, and should use techniques particularly adapted to Indian learning situations.

Vocational Education for Indians Should Be Planned in Coordination and Cooperation with Indians in the Area

Until recently, vocational education and training for Indians was conducted away from Indian areas and without Indian involvement in planning or administration. This situation is changing but still has a long way to go. Particularly needed are cooperative relationships with State educational systems.

The Federal government and tribal governments have undertaken serious commitments for training programs in Indian areas. The Federal programs are no longer solely or even primarily administered by the Bureau of Indian

Affairs. However, where job opportunities exist in new industry, the BIA has a large input of funding and services on their on-the-job training program. Under this program up to one-half of the minimum wage is reimbursed to the company for selected employees. Institutional training under BIA sponsorship is now mainly concerned with enabling Indians to equip themselves for work in major job centers (i.e., for relocation). Training programs in the Indian areas themselves are mainly under U.S. Department of Labor and OEO national direction. Labor Department programs are often administered through State agencies. OEO programs are often administered through local Indian community agencies.

In this changing responsibility for programs in Indian areas new means are necessary for coordinating programs and for planning development. Coordinating and planning instrumentalities must of necessity include Indian representation. Existing instrumentalities which are compartmentalized by State jurisdiction or by Federal agency jurisdiction should be modified to provide full Indian participation.

Vocational education programs should be related to broader goals. In Indian areas the fundamental need is for jobs. Programs providing jobs should be integrated wherever possible with vocational education programs.

Therefore:

> Indian communities should be represented on manpower planning and coordinating bodies. Larger Indian areas, especially those such as the Navajo Reservation, which overlap State boundaries could usefully establish their own manpower planning committees. These committees could usefully be more broadly based

than the State and local CAMPS organizations and could take on planning economic development and job creation as well as coordination of manpower programs.

Encouragement should be given to Indian participation in planning and policy making for Indian vocational education. Aid should be extended to Indian Tribes and communities to establish education and training institutions. These Indian institutions, such as the Navajo Community College, should be included in allocation of State and Regional vocational education funds and should be involved in the design of State and Regional plans for vocational education and manpower training.

NOTE ON DEFINITIONS OF UNEMPLOYMENT (INDIAN VS. NON-INDIAN)

Comparison of Indian and non-Indian rates of unemployment is difficult because of differences in definitions (reflecting differences in substantive situations) for labor force participation and for unemployment. In this report we assume that the BIA's unemployment rate for Indians can meaningfully be compared with the sum of (1) those classed as unemployed by the State Employment Services, plus (2) those in the general population who are able to work and apparently need work but who are not actively seeking work.

The quantity of this "hidden unemployment" in the total population has been estimated to add another 50 percent to reported unemployment totals. (For example: K. T. Strand and T. F. Dernburg, "Cyclical Variation in Civilian Labor Force Participation," The Review of Economics and Statistics, November, 1964, and "Hidden Unemployment, 1953-62," The American Economic Review, March, 1966.) Further discussion of general measurements of unemployment among Indians is found in the Manpower Reports of the President for 1967, 1968 and 1969.

Excluding Navajos in "traditional pursuits," nonemployment among Indians living on the Navajo Reservation is estimated at 50 percent (half the labor force) or 16,000 men and women. ("Characteristics of the Manpower Resource, Navajo Reservation," Preliminary Report by the Arizona State Employment Service, 1969.) Unemployment in Employment Service reports Arizona and New Mexico totals about 35,000-40,000 ("Arizona Labor Force Trends," Arizona State Employment Service, and "New Mexico Labor Market Trends," Employment Security Commission of New Mexico.) Add other Indian area unemployment to Navajo unemployment and add "hidden unemployment" to E.S. reported figures, and the result would be in the neighborhood of 25,000 to 30,000 Indian unemployed out of 60,000 to 80,000 total unemployment.